



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

# Memo

Date: November 17, 2021

To: Adriana Antelo  
ODOT Region 1 Interim STIP Coordinator  
123 NW Flanders St  
Portland, OR 97201

From: Ken Lobeck, Funding Programs Lead, 971-985-6156 (cell)

Subject: November #3 FY 2021 (FFY 2022) Administrative Modification Bundle #3 AM22-05-NOV3 Approval Request to the 2021-26 MTIP

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Dear Adriana:

In accordance with 23 CFR 450.328, Metro is submitting a Metro approved administrative modification bundle for ODOT review and approval for STIP inclusion. The November #3 FY 2021 Administrative Modification, Bundle #3 to the 2021-26 MTIP is under Metro amendment number AM22-05-NOV3. The November #3 2021 Admin Mod Bundle #3 bundle contains one project: Cost changes to Key 18841, OR217: OR10 - OR99W.

I certify Metro has completed all required review and approval steps as the MPO and IAW with 23 CFR 450.328 for the 2021-24 MTIP for this administrative modification bundle. Please direct any comments or questions concerning this amendment to Ken Lobeck, Funding Programs Lead at [ken.lobeck@oregonmetro.gov](mailto:ken.lobeck@oregonmetro.gov).

Thank you for your time to review Metro's November #3 2021 MTIP Administrative Modification.

*Kenneth F Lobeck*

Kenneth F. Lobeck  
Funding Programs Lead  
Metro  
600 NE Grand Avenue  
Portland, OR 97232

**Metro AM22-05-NOV3 November #3 FY 2021 Administrative Modification Bundle #3**

<b>Key Number</b>	<b>18841</b>	MTIP ID	<b>70782</b>
Name:	<b>OR217: OR10 - OR99W</b>		
Lead Agency:	ODOT		
Changes:	Cost updates to PE and Construction phases. UR phase added. Fund type code adjustments		
Notes:			
AM Eligible:	Cost changes are 14.5% and under the 20% threshold		



**Metro**  
**2021-24 Metropolitan Transportation Improvement Program (MTIP)**  
**PROJECT ADMINISTRATIVE MODIFICATION DETAIL WORKSHEET**

**Administrative Modification**  
**COST INCREASE**  
 Cost updates to PE and Cons. UR  
 added to Other

<b>Lead Agency:</b>	<b>ODOT</b>		Project Type:	Capacity		<b>ODOT Key:</b>	<b>18841</b>	
<b>Project Name:</b>	<b>OR217: OR10 - OR99W</b>	<b>1</b>	ODOT Type	Multiple		<b>MTIP ID:</b>	<b>70782</b>	
<b>Project Status:</b>	6 = Pre-construction activities (pre-bid, construction management oversight, etc.).		Also	Capacity Enhancing:	No		<b>Status:</b>	<b>6</b>
<b>Short Description:</b>	On OR217: OR10 to OR99W, construct lane segments between existing aux lanes providing a NB & SB 3rd through lane, bridges refit, road rehab, and Hall Blvd widening. (Combines Key 21179, 20473 and 20474 into Key 18841) (HB2017 \$44 million award)		OR99W	Conformity Exempt:	Yes		<b>Comp Date</b>	<b>6/30/2023</b>
			OR141	Performance Meas:	Yes		RTP ID:	12083
			OR210	On State Hwy Sys:	<b>OR217</b>		RFFA ID:	N/A
			I-5	Mile Post Begin:	1.77		RFFA Cycle:	N/A
			Denny	Mile Post End:	7.24		UPWP:	No
			Allen	Length:	5.47		UPWP Cycle:	N/A
				1st Year Program'd:	2014		Past Amend:	<b>13</b>
				Years Active:	8		OTC Approval:	Yes
			STIP Amend#:	21-24-1417		MTIP Amend#:	AM22-05-NOV3	
<b>Summary of Mile Post Project Limits:</b>								
1. OR99W: MP 8.56 to MP 8.70 = 0.14 miles								
2. OR 141: MP 2.60 to MP 4.80 = 2.20 miles								
3. OR 210: MP 9.13 to MP 9.38 = 0.25 miles								
4. I-5: MP 288.25 to MP 288.45 + MP 293.06 to MP 293.10 - Added update								
5. On Denny and Allen Blvd								

**Detailed Description:** On OR217, add a southbound auxiliary lane from OR10 to OR99W and a northbound auxiliary lane from OR99W to SW Scholl's Ferry Rd (OR210). Driving surface overlay, protective screening, and rail retrofit on Allen Blvd and Denny Rd structures (bridge #16134, #16143) . Driving surface overlay, replace joints, and repair deteriorating concrete columns on OR210 over OR217 structure (bridge #09672). Widen the Hall Blvd (OR141) over OR217 overcrossing to allow for the addition of a sidewalk and bike lanes. Add bridge rail that meets current standards. Install signs and technology to capture traffic statistics and improve operations. (HB2017 \$44 million award)(Combines Keys 21179, 20473 and 20474 into Key 18841).

**STIP Description:** On OR217, add a southbound auxiliary lane from OR10 to OR99W and a northbound auxiliary lane from OR99W to SW Scholl's Ferry Rd (OR210) to improve safety and traffic reliability. Pave road, add protective screening, and bridge updates on Allen Blvd and Denny Rd structures. Pave road, replace joints, and repair deteriorating concrete columns on OR210 over OR217 structure. Add sidewalks and bike lanes to the Hall Blvd (OR141) over OR217 overcrossing to improve bicycle and pedestrian connectivity. Add bridge rail that meets the current standards to the Fanno Creek Bridge. Install signs and technology to capture traffic statistics and improve operations. Add a signal pole base and conduit to the design of the Hall Blvd Bridge replacement.

LAST Amendment or Admin Mod: Formal: July 2021- JL21-12-JUL - LIMITS UPDATES: The formal amendment updates the project limits prior to moving forward into construction. There is no scope change or cost adjustment required. The MP limit updates ensure the project limits are completely identified

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Other + UR)	Construction	Total
<b>Federal Funds</b>								
HSIP	MS30	2014		\$ 758,254				\$ 758,254
HSIP 100%	ZS30	2014		\$ 1,934,451				\$ 1,934,451
State STBG	Z240	2014		\$ 4,312,696				\$ 4,312,696
Repurposed Earmark	RPF0	2014		\$ 80,610				\$ 80,610
<del>AC-STBGS</del>	<del>ACPO</del>	<del>2014</del>		<del>\$ 9,285,444</del>				\$ -
<b>AC-STBGS</b>	<b>ACPO</b>	<b>2014</b>		<b>\$ 10,637,448</b>				<b>\$ 10,637,448</b>
AC-STBGS	ACPO	2020			\$ 2,691,900			\$ 2,691,900
<del>AC-STBGS</del>	<del>ACPO</del>	<del>2019</del>				<del>\$ 717,840</del>		\$ -
<b>AC-STBGS</b>	<b>ACPO</b>	<b>2019</b>				<b>\$ 2,512,440</b>		<b>\$ 2,512,440</b>
<del>State STBG</del>	<del>Z240</del>	<del>2021</del>					<del>\$ 21,194,979</del>	\$ -
<b>State STBG</b>	<b>Z24E</b>	<b>2021</b>					<b>\$ 73,937,520</b>	<b>\$ 73,937,520</b>
<del>AC-HB2017</del>	<del>ACPO</del>	<del>2021</del>					<del>\$ 76,654,104</del>	\$ -
<b>AC-STBGS</b>	<b>ACPO</b>	<b>2021</b>					<b>\$ 21,089,308</b>	<b>\$ 21,089,308</b>
<b>HSIP</b>	<b>ZS3E</b>	<b>2021</b>					<b>\$ 17,487,301</b>	<b>\$ 17,487,301</b>
Note:							<b>Federal Totals:</b>	<b>\$ 135,441,928</b>
<b>Fund Obligations Amount:</b>				\$ 27,008,903	\$ 2,691,900	\$ 717,840		Federal Aid ID
<b>EA Number:</b>				PE002386	R9465000	C1341504		S144(026)
<b>Initial Obligation Date:</b>				5/15/2014	11/21/2019	5/2/2019		
<b>Known Expenditures:</b>				N/A	N/A	N/A		
<b>EA End Date:</b>				N/A	N/A	N/A		

State Funds									
State (STBG)	Match	2014	\$	493,607			\$	493,607	
State (RFPO)	Match	2014	\$	9,226			\$	9,226	
<del>State (AC)</del>	<del>Match</del>	<del>2014</del>	<del>\$</del>	<del>1,015,586</del>			<del>\$</del>	<del>-</del>	
<b>State (AC)</b>	<b>Match</b>	<b>2014</b>	<b>\$</b>	<b>1,163,582</b>			<b>\$</b>	<b>1,163,582</b>	
State (AC)	Match	2020			\$	308,100	\$	308,100	
HB2017	S070	2019			\$	800,000	\$	800,000	
<del>State (AC)</del>	<del>Match</del>	<del>2019</del>	<del>\$</del>	<del>82,160</del>			<del>\$</del>	<del>-</del>	
<b>State (AC)</b>	<b>Match</b>	<b>2019</b>	<b>\$</b>	<b>287,560</b>			<b>\$</b>	<b>287,560</b>	
<del>State (STBG)</del>	<del>Match</del>	<del>2021</del>					<del>\$</del>	<del>-</del>	
<b>State (STBG)</b>	<b>Match</b>	<b>2021</b>					<b>\$</b>	<b>8,462,480</b>	
<del>State (AC)</del>	<del>Match</del>	<del>2021</del>					<del>\$</del>	<del>-</del>	
<b>State (AC)</b>	<b>Match</b>	<b>2021</b>					<b>\$</b>	<b>2,343,256</b>	
<b>State (HSIP)</b>	<b>Match</b>	<b>2021</b>					<b>\$</b>	<b>1,943,033</b>	
BIKEWAYS	S080	2021					\$	1,968,019	
							<b>State Total:</b>	<b>\$ 17,778,863</b>	
Local Funds									
Local (HSIP)	Match	2014	\$	63,969			\$	63,969	
Other	OTH0	2014	\$	3,046,158			\$	3,046,158	
<del>Other</del>	<del>OTH0</del>	<del>2021</del>					<del>\$</del>	<del>-</del>	
<b>Other</b>	<b>OTH0</b>	<b>2021</b>					<b>\$</b>	<b>2,462,100</b>	
							<b>Local Total</b>	<b>\$ 5,572,227</b>	
Phase Totals Before Amend:			\$	-	<del>\$ 21,000,001</del>	\$	3,000,000	<del>\$ 1,600,000</del>	
Phase Totals After Amend:			\$	-	<b>\$ 22,500,001</b>	\$	3,000,000	<b>\$ 3,600,000</b>	
							Year Of Expenditure (YOE):	\$	158,793,018
Phase Amount Changes:			\$	-	\$	1,500,000	\$	-	
Phase Percent Changes				0.00%		7.14%		0.00%	
							\$	2,000,000	
							\$	16,616,880	
							\$	20,116,880	
							\$	14.70%	
							\$	14.51%	

**Notes and Changes**

- > Exempt Status: The project is not exempt and a capacity enhancing project and has completed required air conformity analysis. Transportation modeling an air quality analysis was completed as part of the 2018 RTP Update.
- > Support materials: STIP Summary Report, STIP Impacts Worksheet,

**Reason for Modification and Summary of Changes plus Impacts:**

The administrative modification provides cost updates to the pE and Construction phases. Final bids came in higher than expected resulting in adding \$16.6 million to the construction phase. The Other phase now includes an UR phase adding \$2 million. PE also is adjusted. The result required an adjustment in the funding composition which is now occurring. Overall, the project increase is 14.5% and is under the 20% threshold for administrative modifications.

**References and Additional Notes:**

- > 2018 RTP ID: 11986 - OR 217 Northbound Auxiliary Lane 99W to Scholls Ferry (CON)
- > RTP Description: Extend OR 217 Northbound (NB) auxiliary lane from OR 99W to Scholls Ferry. Construction (CON) phase.
- > Modeling network: Yes, Motor Vehicle Network
- > Model Type: The project is modeled as a capacity enhancing project on OR 217. OR217 is identified as Throughway in the network

**Fund Type Codes:**

- > HSIP = Federal Highway Safety Improvement Program funds appropriated to ODOT and intended to support safety related improvements
- > Repurposed Earmark: Federal funds initially awarded under a specific earmark identification and purpose. Periodically, if the earmark is not completely obligated and expended, FHWA or Congress will authorize a change in eligibility for the funds resulting in re-designating the remaining earmark as a "Repurposed Earmark"
- > AC-STBGS = A federal fund placeholder referred to as Advance Construction The AC fund code allows the project to continue obligating and expending funds until the final federal fund code is determined. "AC-STBGS" refers to the expected conversion will be State STBG (Federal State Surface Transportation Block Grant funds that will replace the Advance Construction designation).
- > AC-HB2017 = A federal placeholder fund type code used as described above for the AC-STBGS fund type code.
- > State = General State funds provided by the lead agency as part of the required match.
- > BIKEWAYS = State funds reserved for bicycle lane/safety related improvements.
- > HB2017 = State allocated funds from HB 2017 normally for specifically identified HB2017 eligible projects.
- > Other (Local) funds = Local funds to support the project phase which are above the require match.
- > Local = General local funds used in support of the require match to the federal funds.

**Other:**

- > NHS: Yes
- > TCM Project: No
- > On CMP: Yes
- > Performance Measurements Apply: Yes - subcategory = Multiple including safety
- > RTP Goal(s): Goal 5 - Safety and Security
- > RTP Goal Description: Objective 5.1 - Transportation Safety – Eliminate fatal and severe injury crashes for all modes of travel.
- > ODOT Local Agency Liaison: N/A
- > Project Manager: N/A
- > Added Remarks: N/A

Project Name: **OR217: OR10 - OR99W**

(DRAFT AMENDMENT  
PROJECT)

Fund Codes												
Phase	Fund Code	Description	ICA P	Percent of Phase	Total Amount	Federal Percent	Federal Amount	State Percent	State Amount	Local Percent	Local Amount	
PE	ACPO	ADVANCE CONSTRUCT PR		52.45%	11,801,029.60	90.14%	10,637,448.08	9.86%	1,163,581.52	0.00%	0.00	
	MS30	HSIP		3.65%	822,223.00	92.22%	758,254.05	0.00%	0.00	7.78%	63,968.95	
	OTH0	OTHER THAN STATE OR		13.54%	3,046,157.62	0.00%	0.00	0.00%	0.00	100.00%	3,046,157.62	
	RPFO	Repurposed earmark formula		0.40%	89,835.95	89.73%	80,609.80	10.27%	9,226.15	0.00%	0.00	
	Z240	SURFACE TRANSP BLOCK GRTS-FLEX		21.36%	4,806,303.05	89.73%	4,312,695.72	10.27%	493,607.33	0.00%	0.00	
	ZS30	HIGHWAY SAFETY IMP PROG FAST		8.60%	1,934,451.00	100.00%	1,934,451.00	0.00%	0.00	0.00%	0.00	
	<b>PE Totals</b>				<b>100.00%</b>	<b>22,500,000.22</b>		<b>17,723,458.65</b>		<b>1,666,415.00</b>		<b>3,110,126.57</b>
RW	ACPO	ADVANCE CONSTRUCT PR		100.00%	3,000,000.00	89.73%	2,691,900.00	10.27%	308,100.00	0.00%	0.00	
	<b>RW Totals</b>				<b>100.00%</b>	<b>3,000,000.00</b>		<b>2,691,900.00</b>		<b>308,100.00</b>		<b>0.00</b>
UR	ACPO	ADVANCE CONSTRUCT PR		100.00%	2,000,000.00	89.73%	1,794,600.00	10.27%	205,400.00	0.00%	0.00	
	<b>UR Totals</b>				<b>100.00%</b>	<b>2,000,000.00</b>		<b>1,794,600.00</b>		<b>205,400.00</b>		<b>0.00</b>
CN	ACPO	ADVANCE CONSTRUCT PR		18.07%	23,432,563.90	90.00%	21,089,307.51	10.00%	2,343,256.39	0.00%	0.00	
	OTH0	OTHER THAN STATE OR		1.90%	2,462,100.35	0.00%	0.00	0.00%	0.00	100.00%	2,462,100.35	
	S080	BIKEWAYS		1.52%	1,968,019.00	0.00%	0.00	100.00%	1,968,019.00	0.00%	0.00	
	Z24E	Surface transportation block grants - flex FAST ext	Y	63.53%	82,400,000.00	89.73%	73,937,520.00	10.27%	8,462,480.00	0.00%	0.00	
	ZS3E	Highway Safety Improvement Program Fast Act Extension	Y	14.98%	19,430,334.69	90.00%	17,487,301.22	10.00%	1,943,033.47	0.00%	0.00	
	<b>CN Totals</b>				<b>100.00%</b>	<b>129,693,017.94</b>		<b>112,514,128.73</b>		<b>14,716,788.86</b>		<b>2,462,100.35</b>
OT	ACPO	ADVANCE CONSTRUCT PR		50.00%	800,000.00	89.73%	717,840.00	10.27%	82,160.00	0.00%	0.00	
	S070	HB2017 Funding Package		50.00%	800,000.00	0.00%	0.00	100.00%	800,000.00	0.00%	0.00	
	<b>OT Totals</b>				<b>100.00%</b>	<b>1,600,000.00</b>		<b>717,840.00</b>		<b>882,160.00</b>		<b>0.00</b>
<b>Grand Totals</b>						<b>158,793,018.16</b>		<b>135,441,927.38</b>		<b>17,778,863.86</b>		<b>5,572,226.92</b>



DATE: August 30th, 2021

TO: Oregon Transportation Commission

FROM: Kristopher W. Strickler  
Director

SUBJECT: Consent XX – Amend the 2021-2024 Statewide Transportation Improvement Program (STIP) to increase construction funding for the OR217: OR10 - OR99W project (K18841)

Requested Action:

Approve amending the 2021-2024 Statewide Transportation Improvement Program (STIP) to increase construction funding for the OR217 (Beaverton Tigard Hwy): OR10 (SW Beaverton Hillsdale Hwy) to OR99W (Pacific Hwy West) project so that the contract can be awarded. This increase is due to higher than expected bids.

Amendment request summary:

- Add \$1,500,000 to the Preliminary Engineering (PE) phase
- Add a Utility Relocation (UR) phase in the amount of \$2,000,000
- Increase the programmed Construction amount by \$16,616,881

The total estimated cost of the project will increase from \$138,676,137 to \$158,793,018 for a total increase of \$20,116,881. The additional funding will come from the Region 1 Fix-It Finance Plan.

STIP Amendment Funding Summary

Project	Current Funding	Proposed Funding
OR217: OR10- OR99W (K18841)	\$138,676,137	\$158,793,018
Region 1 Fix-It Finance Plan	\$20,116,881	\$0
TOTALS	\$158,793,018	\$158,793,018

Project to increase funding

OR217: OR10- OR99W (K18841)		
		Cost



Phase	Year	Current	Proposed
Preliminary Engineering	2014	\$21,000,000	\$22,500,000
Right of Way	2021	\$3,000,000	\$3,000,000
Utility Relocation	2022	\$0	\$2,000,000
Construction	2021	\$113,076,137	\$129,693,018
Other	2019	\$1,600,000	\$1,600,000
TOTAL		\$138,676,137	\$158,793,018

Background:

The purpose of the OR217: OR10 – OR99W project is to address long-standing bottle necks on the highway due to too many closely-spaced interchanges. This work consists of adding auxiliary lanes, replacing 2 freeway ramps with a new frontage road, replacing a freeway overpass, sound walls, repaving multiple bridge overpasses, retrofitting bridge railing, widening an overpass to improve bike/ped connectivity, and targeted improvements to local bike/ped routes in partnership with the City of Beaverton and Washington County to complete the OR 217 North/South corridor.

During the design phase, the team conducted both a value engineering study and a cost risk analysis with guidance from ODOT's Value Engineering group. Between 30% and final design, cost reduction measures were taken in an effort to adjust for the potential of a difficult bidding climate. The design team continued to implement risk management practices after the cost risk analysis was completed. The Region 1 team's estimate, and the Final Engineer's Estimate were within \$2m of each other, and both estimates were well within the programmed construction phase.

Additional Clean Water Service utility relocation work required more design effort and the creation of a UR phase very late in the design process. At PS&E submittal (June 2021), the increase to the PE phase of \$1,500,000 and the anticipated UR phase value of \$2,000,000 were expected to be covered within the available programmed funding.

The bids were opened on August 26, 2021. There were two bidders, and the low bidder was Kerr Contractors with a bid of \$110,081,488.22. After including construction engineering, anticipated items, and contingencies the total construction cost is \$129,693,018.31, which puts the project at \$20,116,881 over the project's programmed funding level.

As this letter is being submitted, the low bidder appears to have submitted a responsive bid. The ODOT Project Controls Office is conducting an independent economic cost analysis of the bid which evaluates individual bid items, the bidding competition, and quality of the bidding documents. To date, this technical analysis supports awarding the contract. ODOT's standard of practice has been to award bids based on this technical review, per the Federal Highway Administration's (FHWA) competitive bid assessment guidelines.

ODOT staff also performed a detailed comparison of bid items to evaluate cost differences. The table below shows a few of the primary category increases from the Final Engineers Estimate to the low bid.

Category	Amount over FEE Estimate	Percent over FEE
Soundwalls	\$4.9M	103%
MSE Walls	\$0.3M	87%
Bridges	\$6.1M	34%
Earthwork	\$3.4M	55%
Mobilization and TP&DT	\$5.3M	37%

Notable factors likely contributing to the high bids include:

- (1) the anticipated four year duration of the construction phase;
- (2) labor force availability / uncertainty;
- (3) recent material price increases
- (4) availability of materials and supply chain issues;
- (5) contractors express concern/risk regarding their ability to meet the aggressive DBE goals associated with this contract. These five areas are all magnified by the large size of the project and the complexity of this type of work in an urban environment with significant congestion, requiring shifts between day and night work to minimize impacts to commuter traffic.

As noted above, at PS&E ODOT estimates including the PE increase and added utility phase were within the project's programmed allocation. A number of potential risk factors that could affect bids were identified throughout the project, and where possible, proactive steps were taken to mitigate them. A project risk register was created and continually updated during the entire design phase. The highest identified risk was "Bidding Climate-Volume of Work". This risk is due to the high quantity of ODOT statewide projects being bid in the 2022 construction year, resulting in higher than expected bid prices due to capacity of industry and availability of contractors. Region 1 had the following response actions to manage this risk: 1) Perform outreach to the construction contracting industry and place advance plans on a web link to allow contractors to review and provide constructability comments, completed December 2020. 2) Hold a mandatory pre-bid meeting to share unique project details and answer any bidder questions, completed 7/8/2021. 3) Hold a "meet the primes" event to introduce potential prime contractors with interested subcontractors, including DBE firms, with additional intent of reducing risk around the DBE goal, completed 7/8/2021.

Additional steps are being taken to review projects around the state to adjust estimates to reflect changes in the current bidding market and adjust estimates and budgets accordingly.